SUSTAINABLE DEVELOPMENT

Workbook On

Natural Lands and Special Places

DEVELOPMENT IN HARMONY WITH OUR ENVIRONMENT

Manitoba Round Table
on Environment & Economy

92-06354/

To Concerned Manitobans...

Manitoba is blessed with an abundance of natural resources, a vigourous and healthy environment and a diverse and fascinating cultural and historic heritage.

In the last few years we have recognized that many of the old ways were detrimental to the future of Manitobans and the province. With the establishment of the Manitoba Round Table on Environment and Economy in 1988, we have been changing our ways in a manner to ensure they are sustainable.

Sustainable development is more than just a catch word or passing phase. Sustainable development is a common sense approach to economic growth, environmental protection and human health which recognizes the strong connection between the health of people, our environment and the strength of the economy. The more we can reduce the separation among environmental, health and economic decision making, the more successful we will be at implementing sustainable development.

We are now consulting with Manitobans on policies which will guide and coordinate the protection, development and use of our natural, cultural and heritage resources. This will be part of Manitoba's overall Sustainable Development strategy and a component of the strategy for Land and Water.

By preparing and implementing comprehensive management policies, our physical and cultural resources will better serve both our needs and those of future generations.

With your help, we will develop a strategy that best meets the needs of all Manitobans.

We look forward to hearing from you.

Honourable Gary Filmon
Premier of Manitoba

TABLE OF CONTENTS:

An Introduction To Sustainable Development 1
Principles And Guidelines Of Sustainable Development 3
Land And Water Strategy 4
Why A Natural Lands And Special Places Strategy 5
Status And History Of Natural Lands And Special Places 6
1. Policy Area: Protection and Allocation 10
2. Policy Area: Planning and Integrated Management 16
3. Policy Area: Development 21
4. Policy Area: Urban Areas 24
5. Policy Area: Public Awareness 27
6. Policy Area: Parklands Act and Administration 30
Glossary 39
Citations 40
An Invitation To Participate ..... Back Cover

An Introduction To Sustainable Development

" Conservation of living natural resources – plants, animals, and micro-organisms, and the non-living elements of the environment on which they depend – is crucial for development. " [1]

Why Sustainable Development?

The problems of the economy and environment are many and global. When the United Nations set out to formulate a global agenda for change, *"...there were those who wanted its considerations to be limited to 'environmental issues' only. This would have been a grave mistake. The environment does not exist as a sphere separate from human actions, ambitions, and needs....The word 'development' has also been narrowed by some into a very limited focus....But the 'environment' is where we all live; and 'development' is what we all do in attempting to improve our lot....The two are inseparable."* [2]

It was therefore determined that a *"...new development path was required, one that sustained human progress not just in a few places for a few years, but for the entire planet into the distant future. Thus 'sustainable development' becomes a goal not just for the 'developing' nations, but for industrial ones as well."* [3]

What is Sustainable Development ?

A Global Perspective

Sustainable development, as expressed in the World Commission on Environment and Development Report, "Our Common Future", is a process of changing the character of society. It involves fundamental changes in the way business is done, what is taught to our children, how we as individuals live and conduct our lives and how government and societies' public institutions address the essential problems affecting our life.

The U.N. Commission described sustainable development as paths of environmental,economic, social and political progress that *"...meets the needs of the present without compromising the ability of future generations to meet their own needs."* [4]

They indicated to achieve sustainable development, we will need: *"a political system that secures effective citizen participation in decision making, an economic system that is able to generate surpluses and technical knowledge on a self-reliant and sustained basis, a social system that provides for solutions for the tensions arising from disharmonious development, a production system that respects the obligation to preserve the ecological base for development, a technological system that can search continuously for new solutions, an international system that fosters sustainable patterns of trade and finance, and an administrative system that is flexible and has the capacity for self-correction."* [5]

The U.N. Governing Council of Environmental Programs, further clarified the definition stating it means: *"...progress towards equity within and between nations; the need for a favourable international economic environment that would help to sustain economic growth in all countries, and emphasizing that such growth is essential for sound management of the environment as well as maintenance and rational use of natural resources; the need for integration of environmental concerns into development planning; and the recognition of the sovereignty of nations to pursue the development methods of their own choice."* [6]

A National Perspective

Canada's National Task Force on Environment and Economy agreed with the U.N. stating: *"... that our economic systems should be managed to maintain or improve our resource and environmental base so that the generations that follow will be able to live equally well or better. Sustainable economic development does not require the preservation of the current stock of natural resources or any particular mix of human, physical and natural assets. Nor does it place artificial limits on economic growth, provided that such growth is both economically and environmentally sustainable."* [7]

A Provincial Perspective

For the Manitoba Round Table on Environment and Economy, sustainable development is a general philosophy and approach to guide our individual and collective behaviour in respect of the environment (the life sustaining processes of the earth and its natural resources) and the economy (the provision of jobs, incomes and wealth resulting from economic activity).

Sustainable development resolves the perceived conflict between human prosperity and sustaining the natural world for in reality, the environment and economy are interdependent and interrelated.

Sustainable development means **environmentally sound and sustainable economic development,** described by a **vision** for Manitoba, comprising certain **beliefs, principles** and **guidelines.**

Our vision is of a sound environment and sustainable economic growth where the environment will be clean, safe and healthy. Our economy will be sustainable in which quality growth is the norm.

It is our belief: we cannot continue to develop economically unless we protect the environment, that continued economic development will be needed to pay for important environmental initiatives, the needs of the present must be met without sacrificing the ability of future generations to meet their own needs and attention must be paid to long term effects of both environmental and economic decisions.

While the earth's ability to sustain and assimilate human development and activity is limited, sustainable development provides the opportunity to pursue quality growth and wealth generation in an environmentally responsible manner.

This will allow us to address the real and emerging problems of: sustaining human life by protecting the earth's life support system; providing jobs and incomes for those presently unemployed and for the workforce of the future; cleaning up degraded areas; anticipating and preventing or mitigating environmental and economic mistakes; enhancing our natural resources upon which jobs and incomes depend; providing mobility, health care, education and social services; and assisting the world community in feeding, clothing and sheltering a population which is expected to double from five to ten billion by 2040.

However, this will require: generating more from less through efficient and effective use of resources; reducing, reusing, recycling and recovering the products and by-products of production and consumption; ensuring environmentally sound value-added processing and manufacturing; enhancing productivity through political, technological, scientific, institutional and social innovation; replenishing and reclaiming damaged environments; increasing the productive capability and quality of natural resources; and conserving and developing substitutes for scarce resources.

Our vision, beliefs, principles and guidelines must be applied comprehensively to all of our endeavors. To that end, we propose that sustainable development strategies be prepared for all major areas of human activity which impact upon our environment and economy, including the use, management and protection of our natural, cultural and heritage resources.

Principles And Guidelines Of Sustainable Development

Principles

1. Integration of Environmental and Economic Decisions

Requires that we ensure economic decisions adequately reflect environmental impacts including human health. Environmental initiatives shall adequately take into account economic consequences.

2. Stewardship

Requires that we manage the environment and economy for the benefits of present and future generations. Stewardship requires the recognition that we are caretakers of the environment and economy for the benefit of present and future generations of Manitobans. A balance must be struck between today's decisions and tomorrow's impacts.

3. Shared Responsibility

Requires that all Manitobans acknowledge responsibility for sustaining the environment and economy, with each being accountable for decisions and actions, in a spirit of partnership and open cooperation.

4. Prevention

Requires that we anticipate, prevent or mitigate significant adverse environmental (including human health) and economic impacts of policy, programs and decisions.

5. Conservation

Requires that we maintain essential ecological processes, biological diversity and life-support systems of our environment; harvest reusable resources on a sustained yield basis; and make wise and efficient use of our renewable and non-renewable resources.

6. Recycling

Requires that we endeavour to reduce, reuse, and recover the products of our society.

7. Enhancement

Requires that we enhance the long term productive capability, quality and capacity of our natural ecosystems.

8. Rehabilitation and Reclamation

Requires that we endeavour to restore damaged or degraded environments to beneficial uses.
Rehabilitation and reclamation require ameliorating damage caused in the past. Future policies, programs and developments should take into consideration the need for rehabilitation and reclamation.

9. Scientific and Technological Innovation

Requires that we research, develop, test and implement technologies essential to further environmental quality including human health and economic growth.

10. Global Responsibility

Requires that we think globally when we act locally.
Global responsibility requires that we recognize there are no boundaries to our environment, and that there is ecological interdependence among provinces and nations. There is a need to work cooperatively within Canada, and internationally to accelerate the merger of environment and economics in decision making and to develop comprehensive and equitable solutions to problems.

Guidelines

1. Efficient Use of Resources

We shall encourage and support development and application of systems for proper resource pricing, demand management, and resource allocation together with incentives and disincentives to encourage efficient use of resources and full environmental costing of decisions and developments.

2. Public Participation

We shall establish appropriate forums which encourage and provide opportunity for consultation and meaningful participation in decision making processes by all Manitobans. We shall endeavour to ensure due process, prior notification and appropriate and timely redress for those affected by policies, programs, decisions and developments.

3. Understanding and Respect

We shall be aware that we share a common physical, social and economic environment in Manitoba. Understanding and respect for differing social and economic views, values, traditions and aspirations is necessary for equitable management of these common resources. Consideration must be given to the aspirations, needs and views of various regions and groups in Manitoba.

4. Access to Adequate Information

We shall encourage and support the improvement and refinement of our environmental and economic information base and promotion of the opportunity for equal and timely access to information by all Manitobans.

5. Integrated Decision Making

We shall encourage and support decision making and planning processes that are open, cross-sectoral, incorporate time horizons relevant to long-term implications and are efficient and timely.

6. Substitution

We shall encourage and promote the development and use of substitutes for scarce resources where they are both environmentally sound and economically viable.

The Land and Water Strategy is part of Manitoba's overall sustainable development strategy. It is being developed through a series of workbooks like this one. Workbooks on water, soil, forests and minerals have already been prepared. Public consultations, release of a "What You Told Us" report and Cabinet approval of policies has already been completed for soils and water. The Forests "What You Told Us" was released in 1991. Public consultation on the minerals workbook has been completed and a "What You Told Us" report is in preparation.

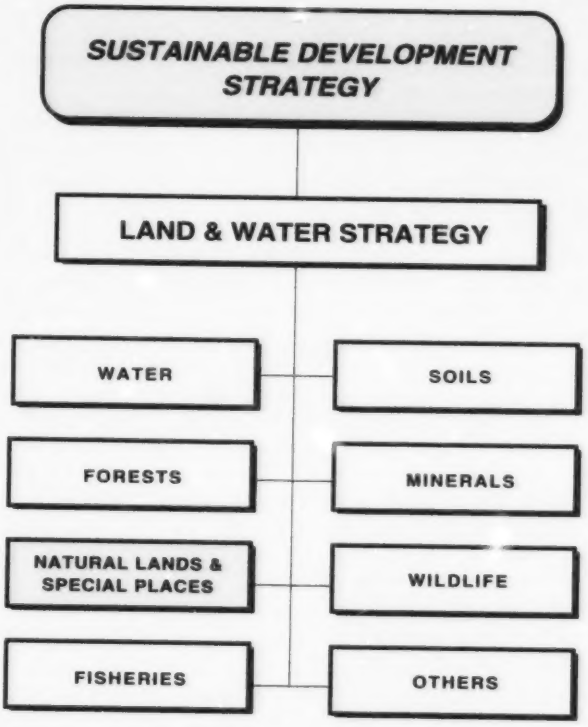
The Land and Water Strategy addresses the development, use, conservation and protection of our natural and environmental resources which are vital to our economic future.

We have not always treated our land and water resources wisely. The time has now come for us to ensure the sustainability of our natural heritage. The Land and Water Strategy will guide the management of our resources and help us to develop and protect them for present and future generations.

The goals of the Land and Water strategy are:

- **To sustain resources, enhance productivity, and improve environmental quality, including human health.**
- **To improve and diversify income and job opportunities.**
- **To manage resource and related activities so as to preserve development options for future generations.**
- **To protect natural systems, maintain the genetic diversity of species, and preserve the resilience and productivity of the ecological system.**

Implementation of the Land and Water Strategy will produce major benefits for all Manitobans. By protecting our environment, human health and resources and by diversifying the economy, we will allow rural, northern and urban communities to prosper and meet all of society's needs.



How You Can Help

All citizens of Manitoba, including government, non-government agencies, business and labour can help to chart a course for sustainable development. We must ask fundamental questions about how we do business and we must find solutions to problems facing us.

You can help by reviewing policies and actions. You can offer your views at workshops held throughout the province. You can also send in a written submission and fill out the questionnaire in this workbook to the:

Sustainable Development Coordination Unit
305 - 155 Carlton Street
Winnipeg, Manitoba
R3C 3H8

Your ideas are important to help prepare for the future.

Why A Natural Lands And Special Places Strategy

Manitoba is blessed with an abundance of natural resources, a healthy environment and a diverse and fascinating cultural and historic heritage. Since the beginning of human habitation, the abundant natural resources provided the necessities of life and were the foundations for First Nations and the advent of European settlements. These same resources are as important today as they were in the past.

Our natural and heritage resources are the source of many jobs and economic opportunities in tourism, trapping, fishing, forestry and a variety of other resource harvesting activities. They provide food, shelter and support a traditional lifestyle for many peoples in Manitoba. They are also places were we recreate and enjoy the wonders of nature and appreciate our diverse culture.

Natural lands are essential to maintain ecological processes necessary to sustain life and the biodiversity of the Earth. They have an important role in the discovery of new medicines and are needed to offset and abate the potential problems of global warming, soil erosion and the maintenance of wildlife habitat.

With the realization the environment, economy and human health are interdependent, we must examine how we use, develop, protect and manage our natural lands and special places. We need to ensure our heritage will be in place not only for this generation but for future generations.

This workbook will address the many questions, issues and needs pertaining to natural, cultural and heritage resources. By **natural lands** we mean lands which support native plants and animals of a mixture representative of the natural ecology of the area. Such lands may be subject to management, recreational and resource harvesting activities that will not significantly change the ecological characteristics of the land.

Special places are areas having natural, cultural and heritage characteristics which are of local, provincial, national or international significance. These areas may be formally recognized as provincial, federal or municipal parks, heritage structures and sites, provincial wildlife management areas, ecological reserves, provincial forests and other special designations.

Endangered Spaces Campaign

The World Wildlife Fund, in its Endangered Spaces Campaign, is promoting the protection of habitat. They have set a target of 12% of each ecosystem in Canada to be protected from commercial logging, mining and hydro development and other activities which could significantly affect habitat. This target was originally identified by the U.N. in their report "Our Common Future". The Province of Manitoba has endorsed and is actively working towards meeting this goal.

With the settlement of Manitoba, certain natural, cultural and heritage resources required special attention and over the years, progress towards a network of natural lands and special places has occurred.

The area in Manitoba, identified earliest as a special place was Riding Mountain. Dedicated as a Dominion Timber Reserve in 1895, the area excluded homesteading to prevent agricultural use of unsuitable lands while providing a supply of fence posts and fuel wood to settlers.

Since 1930, Manitoba has exercised authority over natural resources and dedicated land to parks, wildlife management areas, ecological reserves, provincial forests and heritage sites. Through a provincial planning process, Crown lands are classified for a variety of uses including natural lands and special places. The Federal Government has dedicated park land and heritage sites. Most municipalities have established parks and heritage sites, while many individuals have voluntarily protected their land.

The use of these lands and sites is extremely varied. Some are dedicated to preservation of ecosystems while others include recreational town sites. Many uses are contractual commitments and others constitutional rights. An integrated approach to protection, development and use has generally been observed using multiple land use and integrated resource management principles. For example, there is joint management of areas designated both as park and provincial forest.

Provincial Forests

Provincial forests are established to reserve areas for perpetual growth of timber, preserve forest cover and provide for reasonable use of all resources in provincial forests.

In 1895, the Federal Government created three timber reserves in Manitoba. The Forest Reserve Act of 1906, brought existing and established two new reserves under its authority. In 1930, Riding Mountain Forest Reserve became a National Park and the Government of Canada transferred forestry affairs to the newly formed Provincial Forestry Branch. From 1930 to today, additional reserves were established bringing the total to 15 provincial forests covering 2.2 million hectares.

In provincial forests, every attempt is made to provide for reasonable use of all resources including creating provincial parks, wildlife management areas and ecological reserves within their boundaries. There is currently no system plan for provincial forests.

Provincial Parks

The Provincial Park Lands Act was created, in 1960, to protect significant areas and provide recreational opportunities. Parks are dedicated to Manitobans and visitors, who, may use them for their enjoyment and for their cultural, educational and social benefits.

The first provincial parks; Duck Mountain, Whiteshell, Turtle Mountain, Grand Valley and Patricia Beach were established in 1961 some of which were located in existing provincial forests. In 1985, Atikaki Wilderness Park was established to protect an outstanding natural space and one of Canada's 10 heritage rivers, the Bloodvein River. Most early parks had modest facilities; simple tenting facilities, non-modern washrooms and boat docks. Now, there are 67 campgrounds with 6,400 campsites, 152 commercial recreational businesses, electrical sites, shower buildings, two golf courses and about 6,700 cottages in parks.

Manitoba's parks are organized under a system plan adopted in 1985. They are multiple use parks combining recreational uses, resource extraction activities and wilderness experiences all in one system. Today, there are 127 provincial parks. Eighty are wayside (highway) parks, 2-5 hectares in size, 31 recreational parks, nine large natural parks, six heritage parks and one wilderness park. Manitoba's landscapes are not yet fully represented in this system.

Wildlife Management Areas

Wildlife management areas (WMA's) are designated for the management, conservation, and enhancement of wildlife resources. They protect and provide for unique and critical habitats,

preserve the integrity and aesthetics of natural lands and improve the capability of habitat to support a wide variety of species.

The first WMA was established in 1961 with additions made in most years since. There are 72 wildlife areas on 3.0 million hectares of Crown land and most (89%) of this area is north of the 53 parallel, in four large wildlife management areas. Two WMA's are confined to the waters of lakes in southern Manitoba.

Outdoor recreation, research and information and extension programs are some of the activities actively promoted in wildlife areas. Commercial logging, mining and hydro development do not presently occur in most WMA'S. Where these and other activities such as agriculture, trapping and oil production occur, they are regulated by legislation and monitored. There is no system plan for provincial wildlife management areas.

Provincial Ecological Reserves

The ecological reserves program began in 1973 and is governed by the Ecological Reserves Act of 1981. The program involves the selection of areas to preserve plants, animals and natural landscapes. They also serve as outdoor laboratories for research into biological processes, nature study and education.

Reindeer Island was the first reserve established in 1976. Twelve other reserves have been created protecting a total of 57,400 hectares of land and water. In 1987, the program was expanded into the Ecologically Significant Areas Program which includes designated ecological reserves and areas protected voluntarily by private landowners and other government agencies. There are 41 voluntary protected areas totalling 15,100 ha. No provincial system of ecological reserves has been established.

Heritage Sites

Manitoba's first historic sites legislation was proclaimed in 1946 and two years later five archaeological sites were designated. Now there are 64 provincially designated heritage sites. The Heritage Resources Act, of 1986, allows for heritage resource impact assessments, establishes a public review process for designation, encourages people and groups to become involved through grants and assistance programs and gives municipal governments the power to set up heritage advisory committees and designate heritage sites.

Municipalities have now formed 17 heritage advisory committees and designated 76 municipal heritage sites. The City of Winnipeg has placed 157 structures on the Building Conservation List and designated the Exchange District as a protected area.

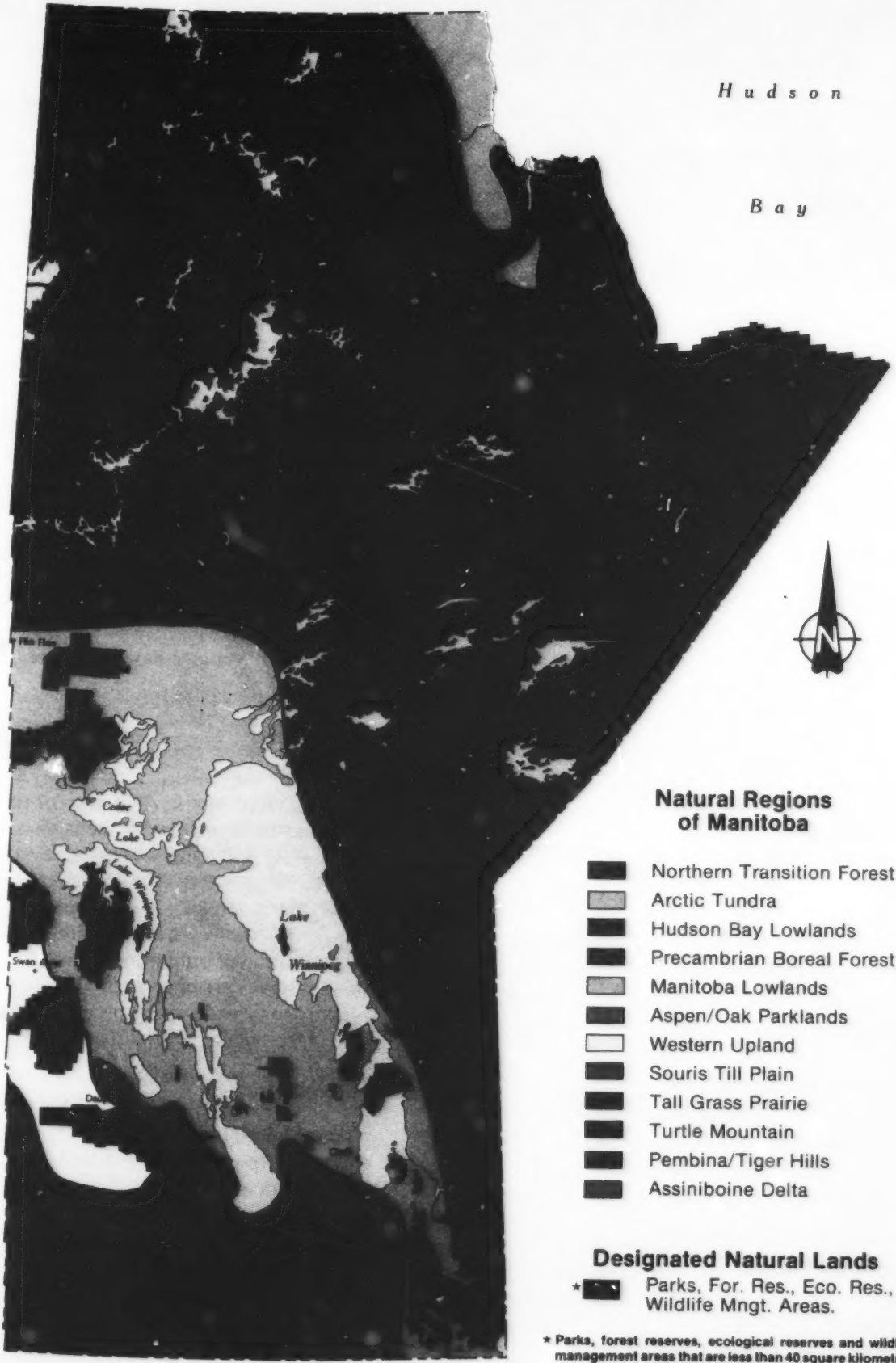
Federally, the Historic Sites and Monuments Act provides for the commemoration, administration, preservation and interpretation of historic sites and places. The Federal Heritage Building Review office is responsible for identifying and preserving federally owned buildings. The Railways Station Preservation Act provides for the preservation of heritage railway stations owned by rail companies. Presently seven historic sites, 34 buildings and seven railway stations have been identified in Manitoba.

Municipal Parks And Reserves

Most municipalities and local government districts have established parks. These parks are generally small and mostly used for intensive recreational activities, although there are exceptions like the Assiniboine Forest in Winnipeg and the Stonewall Quarry Park. As part of most subdivision and development reviews, many municipalities require the dedication of public and shoreline reserves. These reserves are often natural lands which serve not only to provide open space for residents but protect the habitat of local plants and animals.

Federal Parks

Riding Mountain is Manitoba's only natural national park. The park was first dedicated as a forest reserve in 1895, and designated, in 1930, as a national park. National parks are protected representative examples of the Canadian landscape and encourage public understanding, appreciation and enjoyment of our natural heritage for present and future generations.



Natural Regions of Manitoba

- Northern Transition Forest
- Arctic Tundra
- Hudson Bay Lowlands
- Precambrian Boreal Forest
- Manitoba Lowlands
- Aspen/Oak Parklands
- Western Upland
- Souris Till Plain
- Tall Grass Prairie
- Turtle Mountain
- Pembina/Tiger Hills
- Assiniboine Delta

Designated Natural Lands

* Parks, For. Res., Eco. Res., & Wildlife Mngt. Areas.

*** Parks, forest reserves, ecological reserves and wildlife management areas that are less than 40 square kilometres are not shown due to map scale.**

Cartography by: Surveys and Mapping Branch, Manitoba 1980

MAN 778

© Province of Manitoba 1980

DESIGNATED NATURAL LANDS AND SPECIAL PLACES

The table below presents the number and area of all land designated (ecological reserve, park, provincial forest, wildlife management area or heritage site) in each of Manitoba's 12 natural regions.

Natural Region	Area (km^2)	Ecological Reserves Area (km^2)	Provincial/ National Parks Area (km^2)	Provincial Forests Area (km^2)	Wildlife Mgmt. Areas Area (km^2)	Heritage Sites [4]	Total [5]
Northern Transition Forest	85,793	1 / 390 [1]					1 / 390
Arctic Tundra	19,498				1 / 9,386		1 / 9,386
Hudson Bay Lowlands	68,244				2 / 14,606 [3]	4	6 / 14,606
Precambrian Boreal Forest	25[illegible]79		13 / 8,468	1 / 3,442		2	16 / 9,175
Manitoba Lowlands	143,638	12 / 184	71 / 4,064	10 / 11,901	31 / 5,856	13	137 / 20,751
Aspen/Oak Parklands	24,373		12 / 137		12 / 389	223	247 / 526
Western Upland	16,249		9 / 4,381 [2]	2 / 5,860	5 / 30	35	51 / 8,996
Souris Till Plain	21,773		13 / 25		12 / 162	45	70 / 187
Tall Grass Prairie	8,124		1 / 9		2 / 5	12	15 / 14
Turtle Mountain	1,625		3 / 190	1 / 181	2 / 3		6 / 193
Pembina/ Tiger Hills	5,850		2 / 1		4 / 49	7	13 / 50
Assiniboine Delta	3,900		4 / 249	1 / 601	2 / 36	4	11 / 637
Total	649,946	13 / 574	128 / 17,524	15 / 21,985	73 / 30,522	345	574 / 64,911

1 1 / 390 ; 1 = number of designated sites, 390 = total area of designated sites in square kilometres.

2 Includes Riding Mountain National Park (3106 km2).

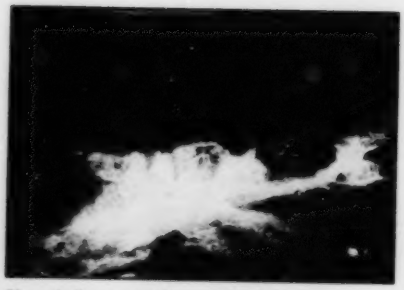
3 Includes Cape Churchill Wildlife Management Area which is also part of the Arctic Tundra Natural Region.

4 Only the number of Heritage Sites are shown. 96% of these are buildings. The rest are relatively small areas.

5 A number of designated natural lands coincide with or have been designated within other designated lands (ie provincial park within provincial forests). Totals in this column have been adjusted for these circumstances.

OBJECTIVES

1) **To retain representative portions of Manitoba's landscape in its natural undisturbed state, maintain biodiversity and sustain ecological and natural processes.**
2) **To ensure natural, cultural and heritage resources are protected, allocated, conserved and developed in a manner which optimizes their long-term environmental, health, cultural and economic benefits and opportunities.**
3) **To rehabilitate and restore lands that can make a significant contribution to our natural environment, economy, culture and heritage.**



Kwasitchewan Falls south of Thompson: Manitoba's highest waterfall.

Our natural, cultural and heritage resources have become powerful symbols of our national identity. To be a Canadian means to experience and appreciate the many landscapes of this country from the prairies to the tundra. We have a responsibility to protect the unique heritage of Manitoba for future generations not only for Manitobans and Canadians but also for citizens of the world. Our natural lands and special places are part of the global ecosystem which provides for our survival on this planet environmentally, economically and socially.

What Are The Issues?

- How much land and water should be allocated and protected as representative examples of Manitoba's landscape?
- How should we sustain and secure our significant natural lands and cultural and heritage resources?
- What role should other governments, non-government organizations, labour, individuals and communities play?
- Do our waterways and shorelines need special attention?
- What contribution can undeveloped and abandoned road and rail lines make in meeting our objectives?
- Do we need to rehabilitate degraded areas, and how can this be done?
- How should we accommodate existing uses and rights in natural lands and special places?

What Are the Proposed Policies?

POLICY 1.1

By the year 2000, at least 12% of Manitoba that is representative of its natural lands and special places will be protected from commercial logging, mining, hydro development and other activities which adversely affect habitat.

To meet the intent of this policy, the Manitoba Government will:

1.1a Identify, designate and protect sufficient provincial Crown land which in combination with protected federal, municipal and private land will amount to at least 12% and be representative of Manitoba's natural regions.

1.1b Evaluate and, where desirable and practical, ban commercial logging, mining, hydro development and other activities which adversely affect habitat, from existing or portions of existing provincial parks, wildlife management areas and provincial forests or re-define the boundaries of these designated areas to exclude areas presently committed to commercial logging, mining or hydro development and provide for the exchange of these areas with other areas of equivalent ecological significance.

1.1c Establish programs and provide opportunities for local authorities and government, non-government organizations, business and individuals to participate and contribute to the 12% goal.

1.1d Encourage the Federal Government to ban commercial logging, hydro development mining and other activities which adversely affect habitat on appropriate Federal Crown lands which will contribute to the 12% goal.

Wild rivers and pristine wilderness — part of Manitoba's natural heritage.

POLICY 1.2

Areas of significant natural, cultural, historical and heritage value shall be identified and designated under the authority of legislation as parks, ecological reserves, wildlife management areas, heritage sites, provincial forests or other special designations.

To meet the intent of this policy, the Manitoba Government will:

1.2a Establish an integrated natural lands and special places classification system for use in preparation of system plans and to guide allocation and designation of land as parks, wildlife areas, ecological reserves, provincial forests and heritage resources.

1.2b Ensure the classification system reflects and accounts for environmental, cultural, health and economic benefits and opportunities, including but not limited to the need for:

- representative examples of all significant landforms and ecosystems from each natural region in the province;
- definable ecological units of sufficient size to be self-sustaining;
- protection of significant heritage, wildlife and environmental resources;
- maintenance of Manitoba's biodiversity;
- varying levels of protection and security, and varying types and levels of use; and
- environmentally sound sustainable economic development.

Manitoba's highest elevation at Mount Baldy in Duck Mountain Provincial Natural Park and Forest.

1.2c By the year 2000: revise and implement a provincial park system plan; and establish and implement system plans for provincial wildlife management areas, cultural and heritage resources, ecological reserves and provincial forests.

1.2d Designate provincially significant natural areas and cultural and heritage resources by order-in-council under appropriate legislation and provide long term security through appropriate application of legislation, regulations, land and resource use zoning and adoption of operating and management plans.

1.2e Work cooperatively with the Federal Government to identify areas of international, national and provincial significance and encourage their designation as national parks, heritage rivers, national historic sites and canals, heritage structures and world heritage areas and biosphere reserves.

1.2f Work cooperatively with municipal governments and authorities, private land owners and the public to identify areas of regional and local significance and encourage their voluntary protection or designation as municipal parks, wildlife areas, wetlands, heritage marshes, ecological areas, cultural or heritage sites.

1.2g Encourage non-government organizations, business and individuals to participate in the implementation of these various system plans for natural lands and special places.

POLICY 1.3

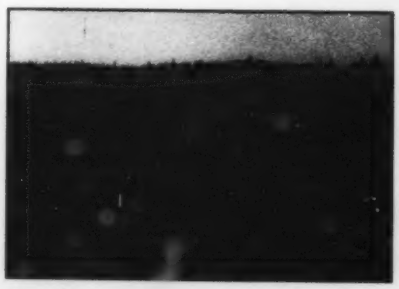
Waterways, wetlands and shore lands shall be given special consideration for conservation and designation as natural lands and special places.

To meet the intent of this policy, the Manitoba Government will:

1.3a Pursue and enter into agreements and programs with other governments, local authorities, non-government organizations, businesses and landowners to conserve, designate and manage rivers, streams and wetlands.

1.3b Identify, appropriately designate and mange the use, development and protection of significant Crown waterways, wetlands and shorelands.

1.3c Work cooperatively with the Federal Government to identify significant waterways and encourage their designation as heritage rivers and canals.



Aquatic ecosystems require special consideration and management.

POLICY 1.4

Undeveloped or abandoned rights-of-way, including rail lines, road allowances, and roads shall be considered for designation as natural lands and special places.

To meet the intent of this policy, the Manitoba Government will:

1.4a In consultation with municipal and Federal governments and authorities, railway and utility companies, general public and adjacent landowners, develop criteria and guidelines to determine future ownership, level of protection, use or development for abandoned, unused or undeveloped rights-of-way and rail stations.

1.4b Develop an inventory of significant abandoned and unused rights-of-way.

1.4c In cooperation with railway companies, federal and municipal governments and authorities, general public and local landowners, designate significant abandoned rail lines, train stations and grounds.

1.4d In cooperation with municipal governments and authorities, business, general public and local landowners, designate significant abandoned or unused road allowances.

POLICY 1.5

Degraded or damaged natural, cultural and heritage resources shall be rehabilitated and restored, where practical.

To meet the intent of this policy, the Manitoba Government will:

Building restoration on Hecla Provincial Heritage Park.

1.5a Develop in conjunction with the public, business and municipal governments and authorities rehabilitation and restoration guidelines, standards, mechanisms and programs for degraded natural, cultural and heritage resources and sites.

1.5b Develop an inventory of degraded or damaged sites which are significant and conduct feasibility studies to determine the full costs and benefits of rehabilitating and restoring damaged or degraded sites.

1.5c Rehabilitate and restore habitats which have been destroyed or severely damaged and develop programs and projects for the re-introduction of native plants and animals no longer found in Manitoba.

1.5d Protect the biodiversity of Manitoba from the negative influence of exotic plants, animals, insects and disease.

1.5e Investigate and consider alternative forms of taxation and tax relief which are feasible for implementation to encourage landowners to rehabilitate degraded private natural lands.

POLICY 1.6

Designation of Provincial Crown land to parks, wildlife management areas, ecological reserves, heritage sites and provincial forests shall recognize existing legal rights and commitments and accommodate, where possible, traditional use patterns.

To meet the intent of this policy, the Manitoba Government will:

1.6a Honour legitimate land use, access and resource harvesting rights including constitutional rights of individuals,

communities, businesses, organizations and aboriginal, by allowing those uses and rights to continue.

1.6b Re-acquire, where practical and desirable, the land use and resource rights by encouraging lessees and permittees to voluntarily surrender portions of their land use and resource rights, or providing compensation for those legal rights.

1.6c Develop conflict resolution mechanisms to deal with issues related to legal and traditional rights in cooperation with affected First Nations, interest groups, other governments, businesses and individuals.

POLICY 1.7

Allocation of land and resources shall ensure significant natural, cultural and heritage resources are appropriately protected, used and developed.

To meet the intent of this policy, the Manitoba Government will:

1.7a Review and amend, as required, Crown sale, leasing and permitting programs and allocation systems to ensure sustainable development principles and guidelines apply to the protection, use and development of all Crown land and resources including significant natural lands and cultural and heritage sites.

1.7b Protect or acquire land use and resource rights to significant natural, cultural and heritage resources, by establishing programs for the voluntary sale or donation of significant lands and development rights to the province.

1.7c Permit the sale, lease or rental of appropriate Crown land and resources in natural lands and special places.

1.7d Ensure provincial legislation is appropriately and consistently applied to proposals involving natural lands and special places.

1.7e Establish, as required, new standards, procedures and criteria for use and development of designated natural lands and special places.

Trapping is one of several resource harvesting activities on natural lands and special places.

OBJECTIVES

1) **To ensure environmental, ecological, social and economic issues are considered and addressed in the planning and management of natural lands and special places.**
2) **To improve the quality and availability of information used in planning, management and decision making with respect to natural lands and special places.**
3) **To ensure public participation in planning and managing natural lands and special places.**

The protection, allocation and use of Manitoba's land and water can, and has, happened without full consideration of the value of our natural, cultural and heritage resources. As a result, certain economic, environmental, human health and social values and opportunities have been lost. With proper planning and management we can ensure that protection, use and development of Manitoba's resources occur in a sustainable manner.

Individuals can help sustain natural lands and special places.

What Are The Issues?

- What type of long term planning do we need for our significant natural, cultural and heritage resources?
- How should we address environmental, health, economic and social concerns when we plan and implement policies, activities and programs for natural lands and special places?
- Do we need greater public involvement in the planning process? How should this be done?
- Should we integrate legislation, standards, programs and regulations that govern our natural lands and special places to ensure they are properly planned and managed?
- How can we improve the quality and availability of information used in our decision making processes concerning the protection, use and development of natural lands?
- Are services and facilities, on natural lands and special places, provided in an efficient and effective manner?

What Are The Proposed Policies?

POLICY 2.1

All land use and resource management plans shall consider and address relevant protection, use and development issues related to natural, cultural and heritage resources.

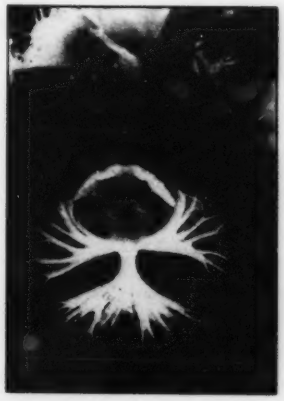
To meet the intent of this policy, the Manitoba Government will:

2.1a Review and revise, as required, existing provincial plans by identifying and addressing natural, cultural and heritage resource issues.

2.1b Provide for appropriate public participation in the preparation of provincial land use and resource management plans.

2.1c Review and amend, as required, all relevant planning and management legislation to:

- integrate land and water planning acts, regulations, procedures and policies and incorporate the principles and guidelines of sustainable development; and
- ensure natural, cultural and heritage resources are identified, evaluated and accounted for in plans.



Prairie white fringed orchid: a vulnerable plant needing special management.

POLICY 2.2

Provincial park, wildlife management area, provincial forest, ecological reserve and cultural and heritage resource plans shall consider, address and integrate relevant environmental, ecological, health, social and economic factors.

To meet the intent of this policy, the Manitoba Government will:

2.2a Prepare integrated management plans, as required, for designated natural lands and special places which will address:

- environmental and resource factors, such as human health, biodiversity, resource degradation, protection of unique and representative features, species extinction, ecosystem processes, air, water and soils;
- economic factors, such as community development, tourism, industrial development, and natural resource harvesting;

- social factors, such as traditional use, recreational activities, health, heritage, aesthetic, spiritual and cultural aspects; and
- other factors, such as infrastructure, public services, existing land use, legal and constitution rights, adjacent uses, and impacts on surrounding areas.
- pay particular attention to the needs, aspirations and concerns of local residents living near these designated lands.

2.2b Review and amend, as required, legislation governing provincial parks, wildlife management areas, provincial forests, ecological reserves and heritage resources to:

- incorporate the principles and guidelines of sustainable development;
- ensure there is adequate provisions for providing and ensuring long term security;
- integrate acts and simplify and make clear regulations, procedures and policies that provide for and promote the protection, use or development of natural lands and special places;
- ensure public participation by establishing goals and objectives and preparing plans in consultation with the public, stakeholders and user groups; and
- pay particular attention to the needs, aspirations and concerns of local residents living near these designated lands.

Marina facility at Paint Lake Provincial Recreation Park.

POLICY 2.3

Infrastructure and services which support or impact on the protection, use or development of natural lands and special places shall be planned and efficiently managed.

To meet the intent of this policy, the Manitoba Government will:

2.3a Ensure roads, drains, campgrounds, utilities, sewage facilities and nuisance grounds are planned and managed to ensure environmental, health, safety, social and economic costs are minimized and services are provided in an efficient and effective manner.

2.3b Investigate options for the provision of effective and efficient services by provincial departments including methods of financing services through: assessment, taxation, user pay and cost recovery fees for service.

2.3c Investigate and where appropriate, provide mechanisms to enable and facilitate the ability of local government to finance and control the type and quality of public services it is required to provide in natural lands and special places.

2.3d Investigate and where appropriate, create local governments or community councils to plan, manage, operate, deliver and finance the provision of services in built up areas in provincially designated natural lands and special places.

2.3e Consider the demand for increased services and infrastructure within the context of environmentally sound sustainable economic development, protection of natural lands and special places and the ability of authorities to provide services and infrastructure.

2.3f Encourage cooperative approaches to the planning, management and delivery of services and infrastructure among the private sector, communities, local authorities, First Nations and provincial and federal jurisdictions.

2.3g Encourage the private sector to provide support services and facilities in appropriately zoned areas in natural lands and special places.

POLICY 2.4

Through appropriate forums, the public, business, government and non-government agencies shall be involved in the preparation and implementation of system and management plans for natural lands and special places.

Public input is a critical part of planning and management.

To meet the intent of this policy, the Manitoba Government will:

2.4a Provide opportunities for meaningful public involvement in establishing guidelines and standards related to provincial parks, wildlife management areas, ecological reserves, provincial forests and cultural and heritage resources.

2.4b Require provincial departmental review of specified plans for natural lands and special places.

2.4c Establish clear and consistent processes and mechanisms for conflict resolution concerning the use, development and protection of natural lands and special places. Consultation and negotiation shall be the preferred method of conflict resolution.

2.4d Ensure that people directly affected by system and management plans are involved in the decision making process.

POLICY 2.5

Aboriginal rights shall be respected and concerns addressed when planning the range of protection and intensity of uses and developments of natural lands and special places.

To meet the intent of this policy, the Manitoba Government will:

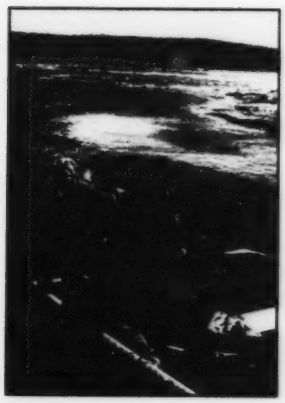
2.5a Develop cooperative and consultative mechanisms (e.g., agreements) to ensure opportunities for aboriginal communities to participate in the planning and management of natural lands and special places which directly affect them.

POLICY 2.6

Co-operative arrangements will be promoted to facilitate integrated resource management of natural lands and special places.

To meet the intent of this policy, the Manitoba Government will:

2.6a Develop policies, agreements, plans and regulations respecting the management of shared resources in consultation with local groups, communities, local authorities, business, First Nations, the Federal Government, other provinces, territories or state authorities.



Aboriginal people have a central role to play in planning and management.

POLICY 2.7

Baseline data systems for natural lands and special places will be established.

To meet the intent of this policy, the Manitoba Government will:

2.7a Develop, maintain and regularly update a comprehensive biological, physical, plant, animal, heritage resource and land use data base for use in planning and management.

2.7b Establish, implement and periodically review methods of assessing biodiversity.

2.7c Conduct inventories and monitor changes in ecosystems including use, development and any opportunity costs foregone of natural lands and special places and utilize this information in ongoing planning and management decisions.

2.7d Support the establishment of new and upgrading of existing automated data storage, retrieval and management information systems.

2.7e Pursue cooperative agreements with municipalities, other groups and agencies in the development and enhancement of data bases.

OBJECTIVES

1) **To promote appropriate development and use of natural lands and special places which will enhance and support an integrated and diversified sustainable economy.**
2) **To ensure effective and efficient development, use, management and protection of natural, cultural and heritage resources.**

In order to maintain and enhance our quality of life, we will need to use and develop our natural, cultural and heritage resources. However, such use and development must be environmentally sound, sustainable and compatible with the capability and intended use of those resources. Many of our special places have significant regional impacts. In turn, many regional and local activities have significant impacts on natural lands and special places. Integration of these activities with each other is required.

What Are The Issues?

- How can our natural lands and special places help create jobs and incomes for Manitobans, while protecting the environment?
- How can the activities and programs associated with our natural lands and special places be integrated with the local economy?
- Should fees and charges for the use of our natural, cultural and heritage resources reflect their full environmental, economic and social values?

Environmentally sound economic activity is essential to sustainable development.

What Are The Proposed Policies?

POLICY 3.1

Natural, cultural and heritage resources shall be developed, managed and protected to enhance environmentally sound economic activity in Manitoba.

To meet the intent of this policy, the Manitoba Government will:

3.1a Promote the potential of natural, cultural and heritage resources for the establishment and expansion of existing and new environmentally sound sustainable economic developments and activities, appropriate and compatible with particular areas or sites, e.g.,

- historic structures for residential, commercial and industrial uses and heritage resources for education and tourism;
- pristine areas for conducting long term research on ecological processes and development of medicines from plants and animals;
- natural lands in support of eco-tourism such as wildlife viewing and wilderness canoeing;
- waterways in support of resorts, cottaging and recreational activities;
- wildlife and fishery resources in support of sport and commercial fishing and lodge and outfitter operations; and
- natural resources in support of activities such as harvesting hay, wildrice, timber and plant seed; grazing; exploration and mineral, aggregate and petroleum extraction.

3.1b Work with business, labour, local communities, local authorities, government, individuals and economic development authorities to identify, develop and market the economic opportunities provided by natural lands and special places.

3.1c Provide incentives and establish programs to encourage the sound use and development of private and Crown owned natural, cultural and heritage resources.

Alternative uses of resources and areas are growing in Manitoba.

POLICY 3.2

Environmentally sound sustainable economic development of parks, wildlife management areas, forest reserves and heritage sites shall be promoted.

To meet the intent of this policy, the Manitoba government will:

3.2a Identify opportunities for environmentally sound sustainable economic development on natural lands and special places which can be implemented by the private sector, local communities and authorities.

3.2b Integrate provincial natural land and special places programs and economic activities with the regional and local economy.

3.2c Identify and mitigate constraints to environmentally sound sustainable economic development by:

- modifying inefficient and inappropriate regulations, standards and guidelines;
- modifying inappropriate resource allocations and land use designations; and
- permitting the sale or lease of appropriate Crown land and resources, e.g., cottage lots.

Resource harvesting provides economic opportunities for Manitobans.

POLICY 3.3

Prices for development and use of Crown owned natural, cultural and heritage resources shall reflect their environmental, social and economic values.

To meet the intent of this policy, the Manitoba Government will:

3.3a Develop and implement full cost accounting methodologies (that is, the inclusion of all environmental, social and economic values) in consultation with the public, stakeholders and user groups which will be used in the establishment of prices, fees, royalties for sale or use of natural, cultural and heritage resources, e.g., recreation, wilderness, hunting, fishing, trapping, mining and timber.

3.3b Set fees and charges for the use of resources, facilities and services on natural lands and special places at levels which reflect the administrative and management costs incurred in providing those services.

OBJECTIVES

1) **To ensure the value of natural, cultural and heritage resources in urban areas are identified, understood and managed for their long term health and sustained contribution to the urban environment.**
2) **To ensure development processes in urban areas consider and account for the value of natural, cultural and heritage resources and lead to balanced development and management decisions.**
3) **To ensure comprehensive management planning is instituted to realize the limited natural land and special place opportunities that exist in urban areas.**

Natural lands and special places greatly enhance the urban environment.

The history of Manitoba is tied closely with the establishment and growth of urban areas through out the province. Development and growth in urban and suburban areas (for example establishment of rural residential subdivisions and highway strip development), have destroyed natural lands and special places. With neighbourhood redevelopment many heritage resources have been torn down. Natural lands and special places help to define our culture and they provide opportunities to trace our history. We need to recognize these values and protect them for future generations. In conserving these areas, we not only protect our past we also preserve opportunities for sustainable economic activity.

What Are The Issues?

- Are natural lands and special places important in urban areas and should they be reflected in municipal plans?
- What role can private lands and structures play in conserving our natural and cultural heritage?
- Should developers be encouraged to protect and set aside significant areas and how can this be done?
- Should we restore degraded or damaged natural, cultural and heritage resources in urban areas?

What Are The Proposed Policies?

POLICY 4.1

Protection, use and conservation of natural, cultural and heritage resources shall be included in urban plans.

To meet the intent of this policy, the Manitoba government will, in cooperation with local authorities:

4.1a Review and amend as required existing legislation to ensure issues of natural, cultural and heritage resources are addressed.

4.1b Provide technical assistance and advice to urban authorities on the significance, conservation, protection and use of natural, cultural and heritage resources.

4.1c Review existing urban plans to ensure natural, cultural and heritage resources are identified and evaluated for their potential contribution to the urban environment.

4.1d Encourage the development of guidelines by urban authorities for the protection, conservation, development and public use of natural, cultural and heritage resources.

4.1e Encourage urban authorities to establish as part of their planning processes a designation and management system for natural lands and special places.

Significant heritage resources exist in many urban areas in Manitoba.

POLICY 4.2

The contribution of privately held lands to an urban natural land and special places system shall be realized through cooperative arrangements with landowners.

To meet the intent of this policy, the Manitoba Government will, in cooperation with local authorities:

4.2a Facilitate the use and pursue establishment of a variety of methods such as donations, easements, leases, caveats or purchase to encourage private landowners to contribute lands to a natural lands and special places system.

4.2b Encourage local authorities and developers to set aside from development significant natural, cultural and heritage resources.

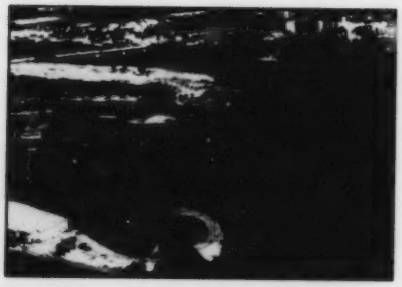
4.2c Establish programs to promote and provide assistance for the preservation, enhancement and sympathetic development of natural lands and special places.

4.2d Provide recognition to those individuals or businesses who donate or protect their lands as natural lands or special places.

POLICY 4.3

Development proposals and impacts of urban development shall be assessed to ensure a balance between the conservation and development of natural, cultural and heritage resources.

To meet the intent of this policy, the Manitoba government will, in cooperation with local authorities:



Re-development of The Forks is balancing the natural and built environment.

4.3a Include environmental and economic impacts and mitigative measures as part of the development and subdivision approval process.

4.3b Encourage the preparation and adoption of development (subdivision, zoning by-law, building) approval process guidelines which identifies and protect significant natural, cultural and heritage resources.

4.3c Ensure buffers and other mitigative and prevention methods are included in development plans, zoning and subdivision by-laws and site specific development proposals.

POLICY 4.4

Altered or disturbed urban lands will be restored or rehabilitated where these lands can significantly contribute to the urban environment.

To meet the intent of this policy, the Manitoba Government will, in cooperation with local authorities:

4.4a Encourage cooperative agreements with other governments, non-government organizations, businesses, and landowners to rehabilitate and restore degraded natural lands and special places.

4.4b Establish restoration and rehabilitation guidelines appropriate to the various natural lands and special places.

OBJECTIVE

1) **To enhance Manitobans' understanding of the interrelationships among natural, cultural and heritage resources, the environment, human health and the economy to improve informed decision making.**

In order to make knowledgeable decisions respecting natural lands and special places we need to recognize and understand the importance of natural, cultural and heritage resources in our lives. Manitobans also need information about the status of these resources on a regular basis.

What Are The Issues?

- Is our understanding of natural, cultural and heritage resources and their interrelationship sufficient?
- Is there access to timely and relevant information about issues related to natural lands and special places?
- How can we increase our knowledge about our natural, cultural and heritage resources and our parks, heritage sites, ecological reserves, wildlife management areas and provincial forests in Manitoba and their current status?
- How can we encourage people to properly manage and restore natural lands and special places?
- Are there examples of natural lands and special places which demonstrate the value of the protection, use and development of these areas locally, provincially, nationally and globally?

Understanding our environment and economy is important for all ages.

What Are The Proposed Policies?

POLICY 5.1

Enhanced public awareness and appreciation of the value of natural, cultural and heritage resources for the benefit of the Earth, the economy and the social and cultural needs of society shall be promoted and fostered.

To meet the intent of this policy, the Manitoba Government will:

5.1a Support existing programs and develop in cooperation with educational institutions, business, labour, aboriginal people, local authorities and non-government agencies education and extension programs about:

- the diversity of natural lands and special places;
- the environmental, health, social and economic values and impacts of natural lands and special places;
- the uses of and modifications that have been made to natural lands and special places;
- the importance of natural lands and special places in urban areas; and
- the ways and means of using and protecting natural lands and special places in a compatible manner.

5.1b Develop informational programs and materials which provide accurate and up-to-date information on:

- the range of permitted uses in natural lands and special places, why certain uses and activities are excluded and how these uses promote the sustainability of ecosystems; and
- their biological and physical nature and existing land use.

On-going scientific study is necessary to sustain our environment and economy.

POLICY 5.2

The state of Manitoba's natural, cultural and heritage resources will be regularly assessed, documented and made public.

To meet the intent of this policy, the Manitoba Government will:

5.2a Obtain base line information by developing mechanisms, models and techniques to evaluate natural lands and special places.

5.2b Monitor and evaluate the sustainability of natural lands and special places.

5.2c Report regularly to the public through the State of Environment Report.

5.2d Cooperate with local authorities, other groups and agencies in data collection and evaluation of the condition of natural lands and special places.

5.2e Require users of natural lands and special places, when appropriate, to provide pertinent information.

POLICY 5.3

Recognition shall be provided to individuals, groups and businesses who foster environmentally sound land use practices to rehabilitate or preserve natural, cultural and heritage resources.

To meet the intent of this policy, the Manitoba Government will:

5.3a Establish an awards program.

5.3b Promote and publicize award winners and their contributions.

5.3c Cooperate with other groups, local authorities and agencies in the establishment of award programs.

Individual and community initiatives are needed to promote sustainable development.

POLICY 5.4

Demonstration projects which promote the awareness, protection and rehabilitation of natural, cultural and heritage resources shall be encouraged.

To meet the intent of this policy, the Manitoba Government will:

5.4a Establish a demonstration program.

5.4b Provide incentives for the establishment of demonstration projects by the public, business, labour and non-government organizations.

OBJECTIVE

To provide guidance for revision of the Provincial Park Lands Act.

Implementation of this strategy requires review and amendment of various Acts to ensure they are consistent with sustainable development and the proposed policies outlined in this workbook. Review of the Park Lands Act has been identified as a first priority. This Act was enacted over 30 years ago and there have been many changes in the operation, use and development of parks. It is now time to update the Act. This review will also set the stage for review of other relevant Acts which govern our wildlife areas, provincial forests, ecological reserves, and heritage and cultural resources. Ultimately, all relevant natural resources legislation should be integrated consistent with the recommendations in the report " Sustainable Development - Towards Institutional Change in the Manitoba Public Sector".

Pisew Falls Provincial Wayside Park south of Thompson: part of our system of provincial parks.

What Are The Issues?

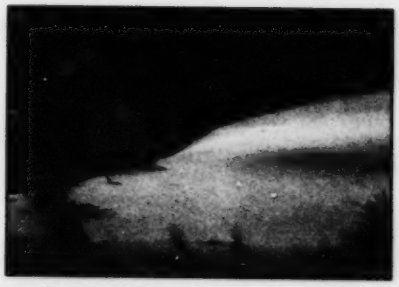
- How should the principles and guidelines of sustainable development be applied to provincial parks?
- Should the Parks Branch be established formally under legislation?
- What should be the role and purpose of the Parks Branch and provincial parks?
- What should be the major elements of a provincial park system plan and a park classification scheme?
- How should new parks be established?
- Should a process and criteria be established for withdrawing parks or adjusting boundaries?
- Should management plans be prepared for each park and who should participate in their preparation?
- Should all services and facilities in parks be provided by the government or is there a role for the private sector and local groups and communities?
- Should citizens be allowed to own land in parks, for example cottage lots?
- Where there are existing communities in parks, should the citizens be allowed to form local governments to run and operate those communities?
- How should the operation and maintenance of parks and the provision of services be paid for?
- How should disputes affecting park lands be resolved?

Park Lands Act Review

What Is Recommended?

A. Sustainable Development and Mandate: It is recommended that:

1. The Park Lands Act embody and make operational, the principles and guidelines of sustainable development.
2. The Act provide for the establishment of the Parks Branch with a mandate:
   - which clearly states its responsibility and accountability for implementing sustainable development;
   - which meets our global responsibilities;
   - which requires quality management and service delivery;
   - which requires the regular reporting to the legislature on the achievement of its mandate; and
   - which requires the achievement of clearly defined and sustainable goals, including:
     - the conservation and management of flora and fauna,
     - the protection, preservation, use and environmentally sound development of natural, cultural and heritage resources,
     - the provision of a variety of outdoor recreation opportunities for use and enjoyment,
     - the promotion of environmentally sound sustainable economic development, and
     - the enhancement of human health and well being.



Sand dunes of Spruce Woods Provincial Heritage Park: part of our natural heritage.

B. Provincial Park System: It is recommended that:

3. The Act provide for establishment of a Provincial Park System Plan which will:
   - establish goals and objectives for the number and kind of parks to be established;
   - assist in meeting the goals of the Endangered Spaces Program, in conjunction with system plans for wildlife management areas, ecological reserves, provincial forests and other park jurisdictions and designated areas,
   - include representative areas of Manitoba's natural regions;
   - include significant cultural and heritage resources and rivers;
   - assist in the maintenance of biodiversity;

- provide for a variety of recreational and educational experiences and opportunities;
- provide for a variety of types and levels of use compatible with the objectives of each park; and
- promote environmentally sound sustainable economic development.

4. The Act establish a park classification scheme which:- describes the class of parks in the scheme, e.g., recreational, wilderness;
   - describes the purpose of each class of park; and
   - identifies the general range of activities, developments and uses permitted in each class of park, including which class of parks will not allow commercial logging, mining and hydro development, and other activities which adversely affect habitat and which class will.

The Bloodvein River in Atikaki Provincial Wilderness Park: Manitoba's first Canadian Heritage River.

5. The Act establish a process for identifying new potential provincial parks which will:
   - provide for public, stakeholder, local government, user group, First Nation, labour and business participation;
   - ensure potential internal and external land use and development conflicts are resolved;
   - ensure boundaries are appropriate and comprehensive to fully protect park values so as not to require external buffer zones;
   - account for, integrate with and complement regional environmental and economic goals; and
   - endeavour to avoid or mitigate inclusion of areas of high commercial mineral, forestry and other renewable resource potential.
6. The Act provide for the establishment of provincial park reserves as a mechanism for:
   - identifying long term provincial park goals;
   - providing a process for evaluating potential parks;
   - providing the time necessary for resolving outstanding issues respecting resource use, constitutional rights and local and traditional uses; and
   - ensuring all necessary resource, transportation and sustainable economic assessments are completed.
7. The Act establish a process and criteria for removing parks or portions of parks which no longer meet the criteria of the system plan, or for which better areas have been identified, or if existing legitimate uses and developments are no longer compatible with the class of park but should be allowed to continue.

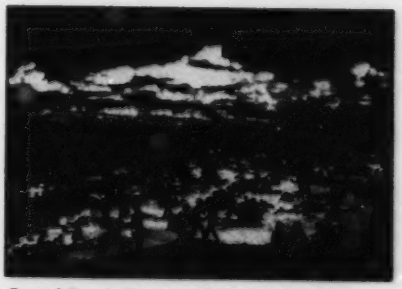
8. The Act provide for the preparation and periodic review of management plans for each provincial park, which will:
   - provide for public, local government, stakeholder, user group, First Nation, labour and business participation;
   - provide for the protection, management and interpretation of significant natural, cultural and heritage resources;
   - achieve identified environmental and human health objectives;
   - account for and complement regional and local community goals and economies;
   - establish a system of park land zoning which will define the range of compatible uses and developments for each park;
   - guide and provide for the use and development of private land within park boundaries;
   - provide for the provision of services by the private sector;
   - provide for extraction and harvesting of resources for park purposes, e.g., gravel for roads; and
   - honour existing legitimate land use, access and harvesting rights including constitutional rights.

C. Services, Facilities and Infrastructure: It is recommended that:

9. The Act provide for the planning and management of roads, drains, campgrounds, utilities, sewage facilities and nuisance grounds within parks, consistent with provincial standards.
10. The Act permit and encourage the provision of services, facilities and appropriate infrastructure by the private sector, park communities and local groups.
11. The Act require that new and expanded services and facilities should be provided on an identifiable cost recovery basis.
12. The Act permit, give preference to and encourage the development of private land within parks for uses which are consistent with park management plans and meet identified needs and opportunities.

D. Land and Facility Tenure: It is recommended that:

13. The Act allow for private lands and aboriginal land claim areas to be included within park boundaries.
14. The Act permit the sale of Crown land in parks on which cottages, structures and commercial businesses are located and which support or are consistent with park management plans.



Grand Beach Provincial Recreation Park requires extensive facilities to service park visitors.

E. Park Communities: It is recommended that:

15. The Act permit the establishment of advisory bodies and local authorities, including municipal governments, for built up areas in parks with the responsibility for:
    - providing, or advising on raising revenues (e.g. taxes, service fees) and delivery of municipal type services and facilities;
    - planning and management of the built up area, in the overall management plan for the park; and
    - enforcement of building and development standards.

F. Taxation, Financing and Fees: It is recommended that:

16. The Act provide for the creation of a fund to be used for special park management purposes. The fund could be linked to revenues from such sources as user fees, sale of leased Crown lands and structures, access fees, resource extraction fees and donations.
17. The Act, in conjunction with other relevant Acts, provide for the taxation of private and leased land, structures and buildings based on cost accounting data, land assessment consistent with the provincial assessment and municipal taxing system.
18. The Act make provisions for the setting of fees and charges for Crown resources and the provision of services based on full cost accounting techniques, including such factors as supply, demand, price and quality of comparable services outside parks.
19. The Act provide for the charging and transfer of revenues to municipal governments for services they provide in parks to park users where the park is outside the municipal jurisdiction.

Communities and service centers exist in several provincial parks.

G. Decision Making: It is recommended that:

20. The Act establish an appeal and dispute resolution process and mechanisms for decisions made under the authority of this act.
21. The Act establish an efficient and effective review and approval process for the allocation, use and development of natural, cultural and heritage resources and facilities within parks which is consistent with appropriate standards and procedures.

Parks Administration

OBJECTIVE

To provide direction concerning the administration of Provincial Parks.

Implementation of this strategy in respect of Provincial Parks will require changes in the administration of park lands and the various program activities of the Parks Branch.

What Are The Issues

- What range of uses and activities should be permitted in parks?
- What support should be given to the creation of new national parks in Manitoba?
- Should existing programs be reviewed and amended to ensure they are consistent with sustainable development?
- On what basis should new or expanded services be initiated?
- How should parks be marketed?
- What role should parks play in the provision of education programs, activities and information?

Multiple resource uses and harvesting occurs in Manitoba's provincial parks.

What Is Recommended?

H. Park land Review: It is recommended that:

22. A review of existing parks be immediately undertaken to:
    - identify those areas which have high mineral potential or are presently committed to commercial logging or hydro development and are not compatible with the class of park;
    - adjust the boundaries of those parks where they are in conflict to exclude the high mineral potential areas and areas committed to commercial logging and hydro development, or provide appropriate compensation and/or identify comparable areas adjacent to or near those parks which can be exchanged or substituted; and
    - identify those parks and areas in parks where it is feasible and practical to phase out or ban commercial logging, mining and hydro development by the year 2000 and ensure this is done in a manner that does not disrupt local economies.

I. New National Parks: It is recommended that:

23. Manitoba actively support the National park system and work towards the establishment of a National Park in the Arctic Tundra/ Hudson Bay Lowlands natural region and in the Manitoba Lowlands natural region.

J. Programs: It is recommended that:

24. Existing park programs be reviewed and adjusted, as required, to:

- ensure they are consistent with the principles and guidelines of sustainable development;
- support environmentally sound and sustainable economic development; and
- ensure they are integrated with and support regional and local environmental, economic, conservation, social and heritage goals and objectives where they do not lessen park purposes and values.

25. Communication and education programs include the goals of:

- increasing public awareness and understanding of the importance of parks to sustainable development;
- increasing the understanding of the role of parks play in and their contribution to enhancing Manitoba's environment, economy, human health, heritage and culture; and
- providing opportunities and supporting provincial school educational programs.

26. New and expanded service and facility programs should be initiated:

- on an identifiable cost recovery basis; or
- when such services and facilities can be provided by the private sector at no cost to the public.

K. Marketing: It is recommended that:

27. Parks be promoted and marketed as areas that provide a range of quality experiences, including intensive recreation, wilderness, cultural, environmental and educational.

Education about our cultural, heritage and natural resources is an important function in provincial parks.

NOTES

GLOSSARY

Biodiversity: Includes all species of plant, animals and other organisms: the range of genetic stock in each species and the variety of ecosystems.

Cultural Resources: Sites or objects that reflect the knowledge, customs, beliefs, behaviours and values of a people.

Ecosystems: A community of organisms functioning and interacting together within their physical environment.

Habitat: The physical and biological environment on which plants, animals and organisms depend for their survival.

Heritage Resources: Sites or objects of nature or human endeavour that have archaeological, paleontological, prehistoric, historic, cultural, natural, scientific, sacred, spiritual or aesthetic value.

Land: Includes land and water and all its various components, soil, plants, animals, rocks.

Landform: Features of land and water that display the forces of nature past and present.

Local Authorities: Includes municipal governments, planning district boards, local government districts and community councils.

Natural Lands: Lands which includes water that support native plants and animals of a mixture representative of the natural ecology of the area. Such lands may be subject to management, recreational and resource harvesting activities that will not significantly change the ecological characteristics of the land.

Special Places: Are areas having natural, cultural and heritage characteristics which are of local, provincial, national or international significance. These areas may be formally recognized as provincial, federal or municipal parks, heritage structures and sites, provincial wildlife management areas, ecological reserves, provincial forests and other special designations.

System Plans: Documents - plans which provide frameworks for achieving identified goals and objectives as they relate to the creation of province wide networks for parks, wildlife management areas, ecological reserves, provincial forests or heritage sites and structures.

Urban Areas: These are built and semi-built areas (e.g. rural residential subdivisions, highway strip development) inside or outside of incorporated and unincorporated villages, towns and cities.

CITATIONS

1. The World Commission on Environment and Development. 1987. Our Common Future. Oxford University Press. Toronto, Canada. pp.166.
2. Ibid., pp. xi.
3. Ibid., pp. 4.
4. Ibid., pp. 8.
5. Ibid., pp. 65.
6. Environmental Conservation. 1989. Vol. 16., No. 4., Winter. Switzerland. pp. 374.
7. The National Task Force on Environment and Economy. 1987. Report. Canadian Council of Resource and Environmental Ministers. Ontario, Canada. pp.3.

An Invitation To Participate

PHASE 1
Release of Workbook

PHASE 2
Public Consultation

PHASE 3
Revision of Policies
Preparation of "What You Told Us"

PHASE 4
Preparation of Applications Document

PHASE 5
Implementation Plan

Continuing Process Towards A Comprehensive Land And Water Strategy

---

Need more information or have additional comments?

Contact:
Sustainable Development Coordination Unit
305 - 155 Carlton Street, Winnipeg, Manitoba
R3C 3H8
Phone: (204) 945-1124 (Winnipeg)
Fax: (204) 945-0090

Complete the Workbook...

Workbooks are a way of letting us know what you think. They list draft policies on a range of issues and are designed to encourage comments and suggestions for refining the policies.
Natural lands and special places is one of a series of topics being addressed for Manitoba's Land and Water Sustainable Development Strategy.
Every Manitoban will be given the opportunity to present ideas and concerns.

Let us know what you think!

"Thank you for investing your time and energy in working toward a land and water strategy for Manitobans"

Premier Gary Filmon